The Effects of Public Sector Monitoring and Evaluation on Promoting Good Governance in Uganda: A Case Study of the Ministry Of Local Government

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Abstract: The study used the ministry of local government as a case study to look into the relationship between monitoring and evaluation in the public sector and its influence on fostering good governance in Uganda. The study was guided by the research objectives, survey questions, and appropriate methodologies to produce credible and reliable findings that are very significant to government and non-government actors, including the communities as a guide in the advocacy and formulation of policies and programs geared toward realizing sustainable development goals in local governments as well as an eye opener for the community, leaders , donors and other non-state actors concerning their obligations and reiterating the impact of efficient monitoring and evaluation in the public sector as a vehicle for promoting good governance in Uganda. According to the study's findings, monitoring, assessment, and the promotion of good governance in Uganda's public sector are strongly correlated. Yet, if all other variables remained the same, an increase in monitoring and assessment of one percent would, on average, result in an increase in good governance of 0.567. We rejected the null hypothesis and came to the conclusion that there was a significant link between monitoring and evaluation and effective governance since the P-value (0.00) was less than 0.05 at the 95% confidence interval. We rejected the null hypothesis and found that the disturbance term was not normally distributed and that the normal curve was not bell-shaped after comparing the Jarque-Bera value (0.8), which is more than 0.05.

Keywords: public sector, monitoring and evaluation, good governance

Background to the study

Decentralization is frequently understood in governance and public administration as a process by which powers, functions, and resources are moved from central to local governments or to other fragmented entities and authorities. Decentralization, in actuality, is the process of balancing the demands of the centre with the demands of the periphery (UNDESA 2005). It denotes a shift of power from the federal government to state, municipal, and regional governments in the areas of politics, finances, and administration (UNESCA, 2006).

Although the majority of researchers believe that decentralization involves the transfer of authority from higher to lower hierarchies or entities, according to Bwengye (2015), this notion is false and deceiving. Because the lower law enforcement agencies keep on reporting to the central authorities and are still under the supervision of the central agencies with spra-powers, the central government retains some of its powers under decentralization while delegating others and granting some degree of autonomy to the lower authorities. Towards the end of the 20th century, the tern governance gained the prominent attention of donor agencies, social scientists, philanthropists and civil society. The term governance enlarges and better illustrates what governments should be focusing on. It is therefore true that the world governance is bigger than the term government (World Bank & IMF, n.d).

In Uganda, decentralization has not been practiced for very long. The World Bank and the IMF's structural adjustment policies (SAPs), which were imposed on the economically depressed and deeply in debt African economies as a situation for them to receive aid and any form of aid from the World Bank and the IMF, gave rise to this new type of public governance and management in the 1980s and 1990s (Makara, 1998). The multiple civil and political revolutions that swept over Africa during the 1960s, 1970s, 1980s, and 1990s caused the majority of its economies to collapse.

For instance, in Uganda immediately after independence, the King Sir Edward Muteesa II escaped into exile in London, where he passed away, and the Prime Minister Dr. Milton Obote despatched a force under the command of his recently appointed army general general Idi Amin to invade the Kabaka's Palace (Famous Daily, n.d).

The principles of monitoring, assessment, and good governance cannot be separated, and the term "intergovernmental relations" (IGR), which is American in origin, was coined in the 1930s. It was a novel idea intended to capture the broad and diversified expansion of linkages between the numerous officials in key policy-making positions and the thousands of local, state, and national governing bodies.

William Anderson, widely credited with originating the concept, devoted two chapters formally titled "Intergovernmental Relations" in his comprehensive (fifty-two-chapter) *American Government* textbook (1938), with chapter subtitles labeled (1) "National-State and State-Local," and (2) "Interstate and Interlocal" (Wright, 2006).

The American form of government is actually an amalgamation of various governing structures. These networks within systems are reflected in IGR. The idea was created as a phrase to encompass these nuanced facts, and it later emerged and matured. IGR includes complex institutional structures, countless actors (officials) playing a variety of tasks, and enormously important financial and functional duties. These characteristics reflect patterns of relationships between thousands of controlling organizations that are extremely differentiated yet highly interdependent. For a deep comprehension of the nature and content of American federalism and overall governance in the twenty-first century, conscious awareness and a thorough understanding of IGR are prerequisites (Wright, 2006).

Problem statement

The public sector is the largest component of any economy, and as a result of its size, many people, particularly the people who live in any given state, depend on it. As a result, the government entities are in charge of many ongoing initiatives. The success of these numerous public programs depends on careful monitoring and evaluation of those projects nationwide. Unfortunately, Uganda's efforts to decentralize and devolve powers over public functions to local entities (local governments) have had little success in achieving their overall goals. The ministry together with the biggest section of the civil society attribute this trend to lack of efficient and effective monitoring and evaluation strategies in the country

As a result, many local and national projects fail to meet their goals and objectives. It's against this background that the researcher seeks to investigate into the relationship between monitoring and evaluation as a tool for promoting good governance.

Research objectives

The study was guided by the following objectives:

1. To find out the impact created by monitoring and evaluation on good governance in the ministry of local government

2. To find out the other pertinent factors that affect good governance in Uganda

3. To examine the challenges being faced by monitoring and evaluation and devise practical remedies

Research questions

1. What impact has been created by monitoring and evaluation on good governance in the ministry of local government?

2. What are the other pertinent factors that affect good governance in Uganda?

3. Which the challenges are being faced by monitoring and evaluation and what remedies can be devised?

Methodology

Research design

It is the blueprint for conducting the study that maximizes control over factors that could interfere with the validity of the findings. Designing a study helps the researcher to plan and implement the study in a way that helped the researcher to obtain intended results, thus increasing the chances of obtaining information that could be associated with the real situation (Burns & Grove 2001:223).

The researcher employed the two research methods of descriptive and analytical research designs during the research. In this, both qualitative and quantitative research methods employed accordingly, this helped to understand the relationship between decentralisation and public sector

Study population

Population is described by Polit and Hungler (1999:37) as the sum or totality of all the objects, subjects, or members that meet a certain set of requirements. In regard to this study, the population was made up of representatives from the ministry of local government, political and administrative leaders, members of civil society, and a small number of residents.

Sample size and sampling procedures

The process of selecting a portion of the population to represent the entire population is known as sampling (LoBiondo-Wood & Haber 1998:250; Polit & Hungler 1999:95). The sample size was 40 respondents. These included 15 staffs from the ministry of local government, 10 officials of the civil society and 20 community members. Such respondents were representative enough and had reliable and credible information about the topic.

Table 1 shows the sample size and sampling techniques for respondents selected for research

CATEGORY	SAMPLE SIZE	SAMPLE TECHNIQUE
Officials from the ministry of local government	10	Purposive sampling
Political leaders	5	Purposive sampling
Local people or beneficiaries	20	Simple random sampling
Officials of the Civil Society	10	Cluster sampling
TOTAL	40	

Methods of data collection

Questionnaires

The researcher administered questionnaires to a selected number of respondents and in some cases used emails, cell phones more especially in cases where it was difficult to have interviews. This helped the researcher to generate as much information as possible.

Interview

Interview is a face-to-face conversation with the respondents. Structured and unstructured Interviews were used to generate as much information as possible. Phone calls also aided the interviews where physical contact could be hard.

Secondary methods

The researcher used the documentary review method of data collecting to confirm the accuracy of the main source data. These documents included the Ugandan constitution from 1995, the local government act, and the ministry's and civil society's quarterly monitoring and assessment reports and recommendations.

Tools for collecting information

Questionnaires for surveys were among them. To gather the respondents' opinions on the subject, self-administered questionnaires were given to each one. In order to direct the interview, the researcher also received interview instructions.

Data analysis

Data were qualitatively analysed. This is because the investigation into the connection between decentralization and development is mostly qualitative in nature. Thematic qualitative analysis, which is a descriptive presentation of qualitative data, was used to analyse the data in stages. Several techniques were employed in order to provide a thorough description of the respondents' thoughts and opinions. This was described, and information was presented in accordance with the themes that had been found and were based on the study objectives. In the event of interviews, quotes were utilized to highlight the respondents' voices, while in the case of observation, pictures would be used to clearly convey the information. To condense results or gathered data for questionnaires, tabulations were employed.

RESULTS

Bio data of the respondents

This section described data collected on the respondents basing on their Age, Sex, and period taken

Age of respondents

Respondents were grouped in different age groups. This is illustrated in the table below

Table 2 shows the age of the respondents

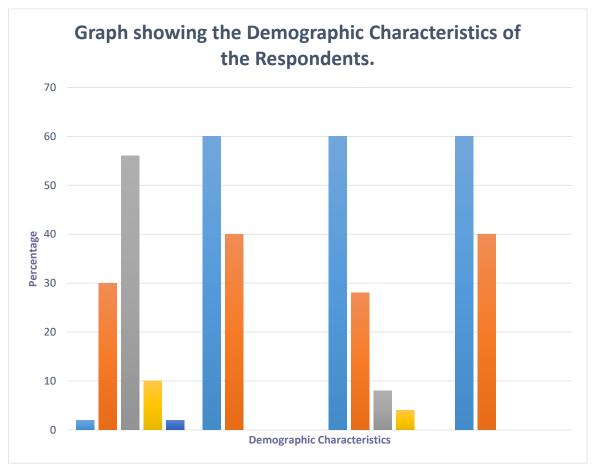| Age group	Frequency	Percentage (%)
13 – 20	1	2%
21 – 30	15	30%
31 – 40	28	56%
41 – 50	5	10%
51 and above	1	2%
Total	**50**	**100%**

Primary data

From the table above the age group of 13-20 had 1 respondent (2%), age group 21-30 had 15 respondents (30%), age group 31-40 had 28 respondents (56%), age group 41-51 had 5 respondents (10%) and age group of 51 and above had 1 respondent (2%) of the sample

This implies that most of the respondents and staff ministry of local government lie in the age brackets of 21-30 (30%) and 31-40 (56%). While the least age groups are 13-20 and 51 and above which both have 1%. This implies that most are young and mid age generations especially the politicians.

Table 3 shows the categories of the respondents and their Gender/sex

Category	Males	Females	Percentage
Political leaders	5	5	20%
Local government civil servants	5	5	20%
Officials from the ministry of finance and local government	5	5	20%
The local masses or the beneficiaries	10	10	40%
Total 50	**25**	**25**	**100%**

From the table above, it can be observed that the sample comprised of 40% of the ministry of local government, and 20% of staff of the ministry of finance and 20% of the officials of the ministry of local government, and 40% of the local masses or beneficiaries. This ministry of local government that the sample was adequately representative and could be used to provide informed data on the relationship between taxation and development of the public sector in Uganda by taking a case study of ministry of local government.

Figure 1 shows the demographic characteristics of the sample.

Graph showing the Demographic Characteristics of the Respondents.

The table illustrates the age and gender distribution of the respondents. Most of the respondents were males while there were also female participants in the study. The males constituted 60% of the study while 40% of the respondents were women. The majority of the respondents were in the age bracket between 31 to 40 followed by those between 21 to 30 years of age. This balance gave a fair handling of the mater as every sex was represented in the study. Types / forms of decentralization in Uganda

The table 4 shows the different types and forms of decentralization in Uganda.

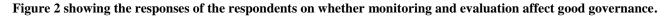| S/no	Type and forms of decentralization	Frequency	Percentage(%)
1	Political decentralization which takes the form devolution	60	70
2	Administrative decentralization which takes the form of delegation, deconcentration and privatization	30	25
3	Fiscal decentration which takes form of grants from central government, loan guarantees, donations and local revenue expenditures	10	05

Source: Survey

According to the aforementioned data, political decentralization, which takes the form of devolution and accounts for 60% of all decentralization in Uganda, is more prevalent than administrative decentralization, which comprises delegation, deconcentrating, and privatization.
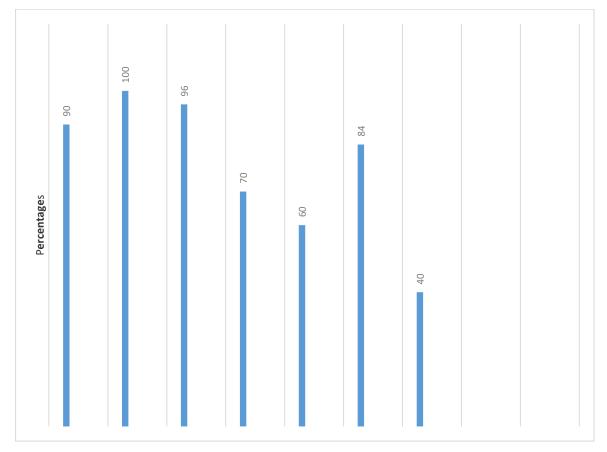
According to the table above, grants from the federal government, including conditional and unconditional grants, are mostly given to the ministry of local government. 70% of the division's whole revenue is made up of this. Conditional grants are funds granted to

the district to support certain activities, whereas unconditional grants are funds given to support any activity that the district authorities think appropriate.

Locally, the division collects the least revenues as compared to other division in the city and this is attributed to low level of tax compliance, limited tax base and among other factors.

Donations and loans. The various agencies in the ministry of local government also receives some contributions from donors including private individuals and non-government organizations that have the financial leverage to donate any materials including money. This is however, the least source of division revenue standing at only 10% as represented in the table above.

Figure 2 showing the responses of the respondents on whether monitoring and evaluation affect good governance.

People's responses

Source: survey

The graph shows that 100% of the respondents are aware of the existence of the monitoring and evaluation systems put in place by the ministry of local government. Intergovernmental relations depict how the different layers of government relate or interconnect with each other on a daily basis such as the city council and the divisions as well as the city authority and the central government. This relationship might be good or unfriendly which affects service delivery either positively or negatively.

90% have strongly agreed that there is a close relationship between monitoring and evaluation and good governance as monitoring and evaluation provide the checks and balances for better performance in local government.

96% agreed that if the monitoring and evaluation are done effectively, there was good governance in local government.

70% of the respondents accepted that monitoring and evaluation in the ministry of local government are relatively poor affecting service delivery and the standards of living of the local dwellers have greatly deteriorated. This implies that on the average, there is a strong and close correlation between the monitoring and evaluation and service delivery which strongly calls for efficient and effective government institutionalized policies and laws regulating this relationship if we are to improve service delivery in the local governments.

30% of the respondents revealed that the monitoring and evaluation systems in the ministry of local government are poor due to the differences in the political interests between the different political players in the localities.

Table 5 shows other factors that affect good governance in the ministry of local government

Response	Frequency	Percentage (%)
Delay in releasing funds	15	20
Political interference	15	10
Limited funds	05	30%
Bureaucracy	3	10
Corruption	2	10
Inadequate citizen participation	02	10
Poor planning	03	05
Inefficient capacity of the staffs	05	05
Total	**50**	**100**

Source: Primary data

From the above findings, it can be observed that the majority of the respondents strongly agreed (100%) that there a number of factors that affect good governance in the ministry of local government.20% of the respondents agreed that there is a lot delay in releasing funds for the delivery of the decentralized services in the local governments, 10% agreed that there is political interference which has put a number of projects on a standstill as different stakeholders hold varying interest, while 30% agreed strongly that limited funding stands to be the big challenge making it the biggest hindrance to efficient funding of all the necessary activities in the localised entities. This is most likely to adversely affect the service delivery more in the public sector so to fail the meeting of the objectives of the decentralized policy of Uganda and those.
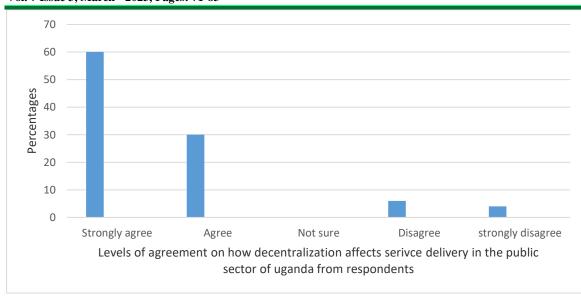
The findings also indicate that bureaucracy is another challenge affecting the implementation of the different projects pending approvals.

Corruption is another challenge eating up the success of the division. Officials are indulging in a lot of corrupt tendencies which affects service delivery hence obstructing prevalence of good governance.

10% of the respondents cited inadequate citizen participation as another big blow to efficient and effective service delivery in the local entities.

Poor planning and lack of competent capacity of the staffs especially the political curtails the implementation, monitoring and super visionary responsibilities

Figure 3 **shows whether monitoring and evaluation affects service delivery**

Levels of agreement on how decentralization affects serivce delivery in the public sector of uganda from respondents

Source: primary data

From the above table, it can be observed that the majority of the respondents strongly agreed (60%) that there is a close correlation between monitoring and evaluation and good governance.

60% of the respondents agreed, 30% agreed, 0% not sure, 05% disagreed while, However, this implies that on the average, there is a strong and close correlation between monitoring and evaluation and good governance in the public sector which strongly calls for efficient and effective government institutionalized and decentralized service delivery in the public sector. This is most likely to improve service delivery more in the public sector so to meet the objectives of the decentralized policy of Uganda is to achieve its objectives in totality.

Table 6 shows remedies to the factors that affect good governance in the ministry of local government

Responses	Male	Female	Frequency	Percentage
Increased funding	20	20	48	40
Elimination of Political interference	2	5	02	15
Privatization of the service delivery mechanisms	4	4		05
Flattering and leaning of administration to eliminate bureaucracy	4	3		10
Improved intergovernmental relations	**10**	**6**	**50**	**10**
Enhanced fight against graft and engaging the all stakeholders	**5**	**4**		**20**

Source: Primary data

The findings on the table above indicate that 20 male and 20 female respondents agreed that other factors such as increased funding is the most practical remedy to the poor service delivery hence leading to good governance making it stand at 40%.

Only 2 males and 5 females agreed that political interference from the political leadership affects service delivery standing at 15%. Therefore, eliminating it can be the most practical remedy.

Only 4 males and 4 females proposed elimination of in-house system and be replaced by an external service provider or manager through privatization such as an NGO or a private organization which will curb corruption and bureaucracy. This stands at only 4% of the total responses.

The results on the table above also show that 10 men and 6 men agreed that through increasing intergovernmental ties, local governments' service delivery will become more effective and efficient, enabling it to achieve its intended aims. This represents 10% of all responses.

The aforementioned table also reveals that five men and four women, who concurred, said that local governments' lack of relative autonomy hinders their ability to administer the young livelihood program since those governments' duties are established by the center or central agencies.

If the division is to achieve its stated goals, five men and four women demanded an enhanced campaign against corruption.

These respondents were picked out of the sample of 40 which indicates 96% of response and only 04% were not accessible. The study reveals that 60% of the respondents were males whereas only 40% of the respondents were females. This has given a fair distribution of responses according to gender indicating limited bias in the selection process.

Table 7 shows the challenges that are faced local governments in the execution of their mandate and their remedies.

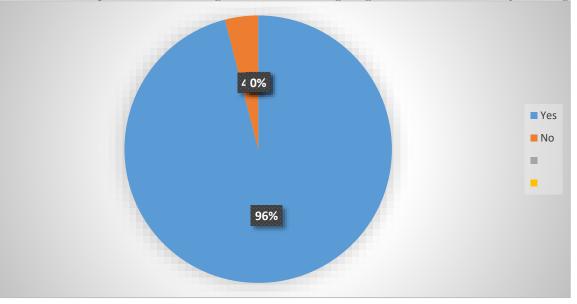| The factors affecting Rubaga Division	Male	Female	Frequency	Percentage
Limited government funding	20	20	48	40
Political interference	2	5	02	15
Lack of citizen participation	4	4		05
Ineffective laws and policies	4	3		10
Poor intergovernmental relations	**10**	**6**	**50**	**10**
Corruption and bureaucracy	**5**	**4**		**20**

Source: Primary data

From the above findings, it can be observed that the majority of the respondents strongly agreed (100%) that there a number of other challenges facing service delivery in local governments.20% of the respondents agreed that there is a lot delay in releasing funds for the delivery of the decentralized services in the division, 10% agreed that there is political interference which has put a number of projects on a standstill as different stakeholders hold varying interest, while 30% agreed strongly that limited funding stands to be the big challenge making it the biggest hindrance to efficient funding of all the necessary activities in the division. This will most certainly have a negative impact on public sector service delivery and make it more difficult to achieve the goals set forth in Uganda's decentralized policy.

The results also show that complexity is a problem that hinders the execution of many projects while they are awaiting approvals.

Another issue sapping the division's success is corruption. The division's service delivery is hampered by the numerous corrupt inclinations that officials indulge in.

10% of respondents indicated a further major obstacle to the division's ability to deliver efficient and effective services as the lack of community participation.

Inadequate planning and a lack of skilled people, particularly on the political side, limit the ability to carry out, monitor, and exercise supervisional tasks.

Figure 4 shows the relationship between monitoring and evaluation and good governance in the ministry of local government

of Uganda

From the pie chart above, the findings show that 96% of the respondents agreed that there is a correlation between monitoring and evaluation and good governance as respondents have revealed. Only 4% of the respondents were not sure. This does not however, distort the fact that monitoring and evaluation systems can positively affect good governance in the ministry of local government.

Table 8 shows the relationship between monitoring and evaluation and its significance on good governance of local governments

	Unstandardized coefficients		Standardized coefficients		
Model	B	Standard error	Beta	T	Sig
Constant	51.689	9.345		0.543	0.588
Monitoring and evaluation	0.567	12.34	0.299	2.899	0.00
R-Squared	0.786	Adjusted R-Squared	0.678	Jarque-Bera	0.8

Source. Author's computation.

Ho: There is no relationship between monitoring and evaluation on good governance of local governments

Ha: There is no relationship between monitoring and evaluation on good governance of local governments

Keeping other factors constant, a one percent increase in monitoring and evaluation would on average lead to 0.567 increase in good governance. Since the P-value (0.00) was less than 0.05 at 95% confidence interval, we rejected the null hypothesis and concluded that there was a significant relationship between monitoring and evaluation as well as good governance. Upon comparing the Jarque-Bera value (0.8), since it is greater than 0.05

The R-squared value (0.786) implies that 78.6% of the variations in the dependent variable can be brought by the independent variables. The R-squared value is greater than the adjusted R-squared because the R-squared value takes degrees of freedom into consideration and thus imposing a harsher penalty on the linear model

Conclusions

Basing on the study findings, the researcher has drawn the following conclusions as follows;

That political decentralization, which takes the form of devolution and involves the creation of semi-autonomous administrative entities and the transfer of political authority to them, is one of the prevalent forms of decentralization in Uganda. Second, there is administrative decentralization, whereby local governments are granted authority over the provision of services through delegation. Finally, fiscal decentralization, which grants lower entities like towns, municipalities, and smaller localities the authority to collect local taxes in order to finance the program's various activities. This is due to the fact that every study participant who was able to provide information was able to do so.

According to the study's findings, 100% of respondents are aware that there are weak intergovernmental ties, which have an impact on monitoring and evaluation initiatives because of divergent administrative and political interests.

The study further concluded that the local government faces a number of difficulties, including political interference, inadequate funding that limits the corporation's ability to carry out its mandate, unfavourable client behaviour that results in tax evasion, a serious financial threat to the authority's operations, an unfavourable legal environment that is sufficiently dissuasive, and the issue of poor intergovernmental.

According to the study's findings, 96% of respondents felt that monitoring and evaluation and effective governance at the ministry of local government

Conclusively, despite the progress that has been made in by the government of Uganda since 1997 when the local government Act was enacted under the leadership of general Y K Museveni, with the aim of locally controlling the local governments, statistics still indicate failure of the local governments to deliver as expected though there are some concrete forms of success on ground in terms of infrastructural development and maintenance traffic congestion management. This leaves a very big gap in terms of funding revealing deficiencies in the service delivery systems in the ministry calling for more government support in terms of increased funding, staffing and sensitization of the communities by the leaders as well as reinforcing the monitoring and evaluation mechanisms within the decentralized entities.

Recommendations

Basing on the study findings as well as study conclusions, the researcher recommends the following;

The government should avail enough resources to enable the success of the local governments and implementation of their development agenda and to boost the monitoring and evaluation systems.

The government should facilitate fully all agencies involved in the division for efficient monitoring and supervision including civil society so as to harmonize their efforts and initiatives towards the division's success.

Massive sensitization should be reinforced so as to enable clients change their mindset and desist from bad attitudes so as to embrace the all the divisions projects.

Political interference should be counteracted to enable the independence of the authority to work expeditiously without any unnecessary interference from the centre or any powerful Centre of authority from above.

Effective and deterrent laws as well as strong enforcement should be ensured so as to deter failure of the division's projects.

Training and skilling of beneficiaries and officials to build their capacity to work efficiently and effectively should be undertaken.

Privatization of the provision of some services including monitoring and evaluations should be reinforced so to give room for greater improvement among others.

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